



# **General Plan Update**

**Planning Commission  
February 19, 2010**

**County of San Diego  
Department of Planning and Land Use  
2009**

# PROJECT PLAN



- Feb. 19 (today) – Second to last PC hearing on GP Update
- Apr. – Early release of draft DEIR responses to comments
- Apr. 16 – Final PC Recommendation on the GP Update
- July – PC Review of GP Update Zoning Consistency Amendments

# PROJECT COMPONENTS



- General Plan Document
- Land Use Maps
- Road Network
- Community Plan Updates
- Environmental Impact Report
- Implementation Plan
- Conservation Subdivision Program
- Zoning Ordinance Consistency Update

Recommend on April 16

# PROGRESS FROM PREVIOUS HEARINGS

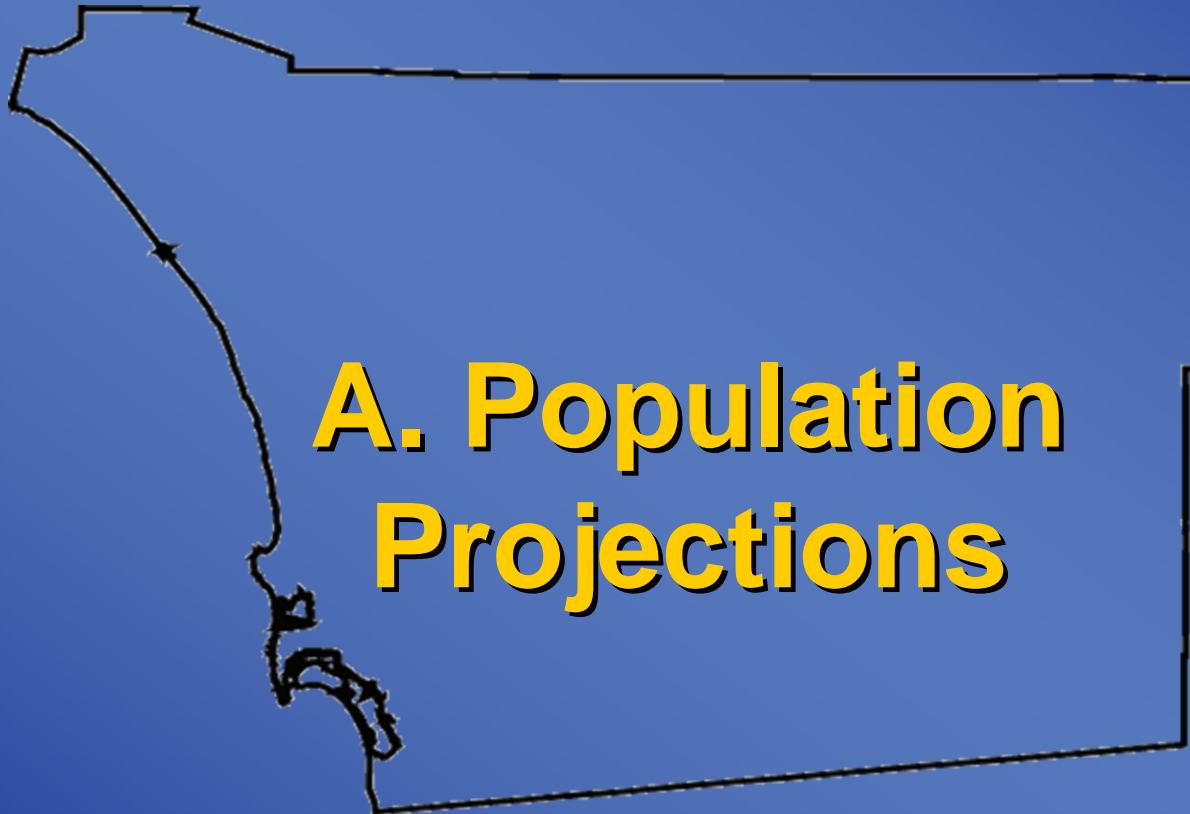


- Staff presentations
- Advisory group testimony
- General testimony
- Community/property specific testimony
- Refinements and tentative support on all maps
- Identification of key issues for follow up

# ISSUES FOR FOLLOW UP



- A. Population Projections
- B. Various Community Mapping Issues
- C. Conservation Subdivision Program
- D. Equity Mechanisms
- E. Farm Bureau Issues
- F. Future Process for General Plan Amendments
- G. Permissive versus Restrictive Language
- H. Village Core Mixed Use Designation
- I. Pipelining Policy
- J. Forest Conservation Initiative
- K. I-15 Corridor Build-out
- L. Williamson Act Lands
- M. Alternative Wastewater (Septic) Systems
- N. Tracking General Plan Implementation
- O. Comparison of Rural Lands 20



# SANDAG FORECASTS



- SANDAG forecasts/GP Update estimates differences are a result of different assumptions and purposes
- SANDAG forecasts are based on the GP Update
- SANDAG has no land use authority and forecasts are not plans
- Recent Preliminary Draft SANDAG 2050 Forecast lowers projections

# POPULATION TARGETS



	Homes	Population
Existing (2009)	167,769	499,190
GP Update Original Target	n/a	660,000
GP Update 2002 Working Map	238,470	678,500
SANDAG Series 10 2030 Forecast	236,900	682,800
SANDAG Series 11 2030 Forecast	235,861	723,392
SANDAG Series 12 2030 Forecast (preliminary draft)	202,882	616,820
SANDAG Series 12 2050 Forecast (preliminary draft)	222,890	694,464
GP Update PC Tentative Recommendation (adjust to SANDAG)	231,539	717,213



# RECOMMENDATION: POPULATION PROJECTIONS



That the Planning Commission:

1. Determine that the General Plan Update is consistent with the SANDAG forecasts and contains a reasonable share of the growth for the region



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# COMMUNITY SPECIFICS



## B. Community Specific Refinements

- B1. Wynola-Hanafin (Julian)
- B2. San Pasqual Valley Road (NC 9)
- B3. Chihuahua Valley (NM6, 7 and 11-B)
- B4. Chehade Split Designation (NC Metro)
- B5. Cummings Ranch/Gaye Miller (Ramona)
- B6. Morgan Run (San Dieguito)
- B7. Whispering Palms (San Dieguito)



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# **Community / Mapping Issues**

# Community / Mapping Issues



**B1. Wynola-Hanafin (APN 248-060-03-00)**

**B2. San Pasqual Valley Road (NC 9)**

**B3. Chihuahuah Valley (NM6, 7 and 11-B)**

**B4. Chehade Split Designation**

**B5. Cummings Ranch/Gaye Miller (Ramona)**

**B6. Morgan Run (San Dieguito)**

**B7. Whispering Palms (San Dieguito)**

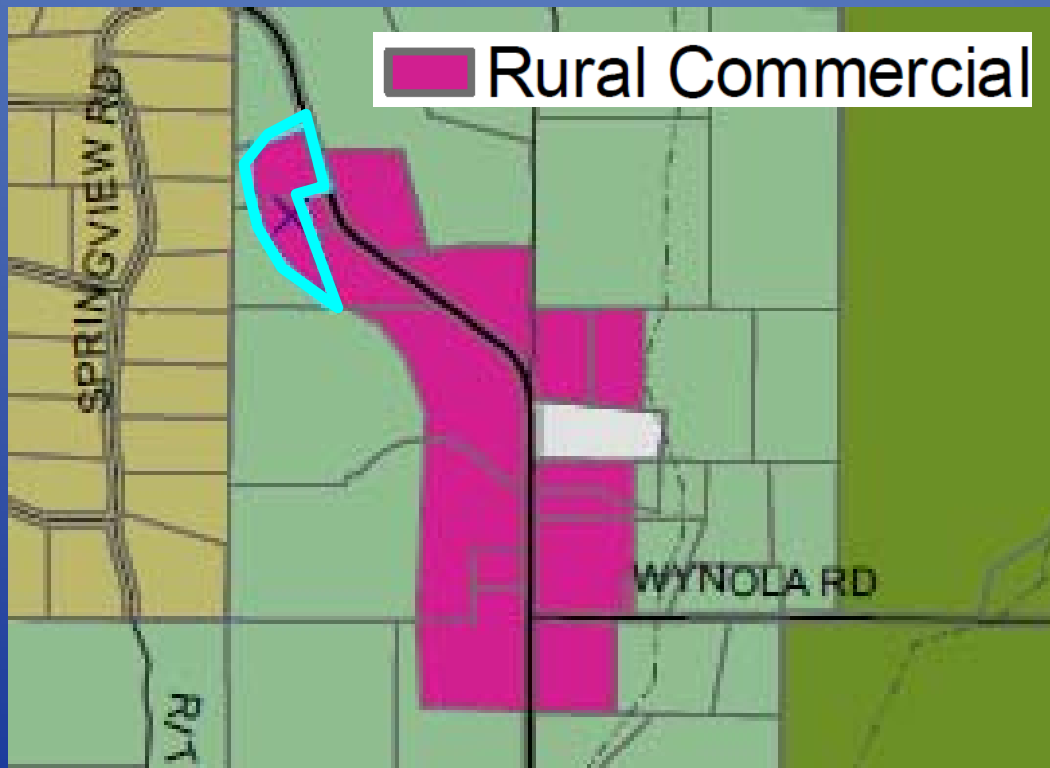
# Remaining Items



1. Tecate,
2. Pine Valley,
3. Potrero
4. Sweetwater
5. North County Metropolitan

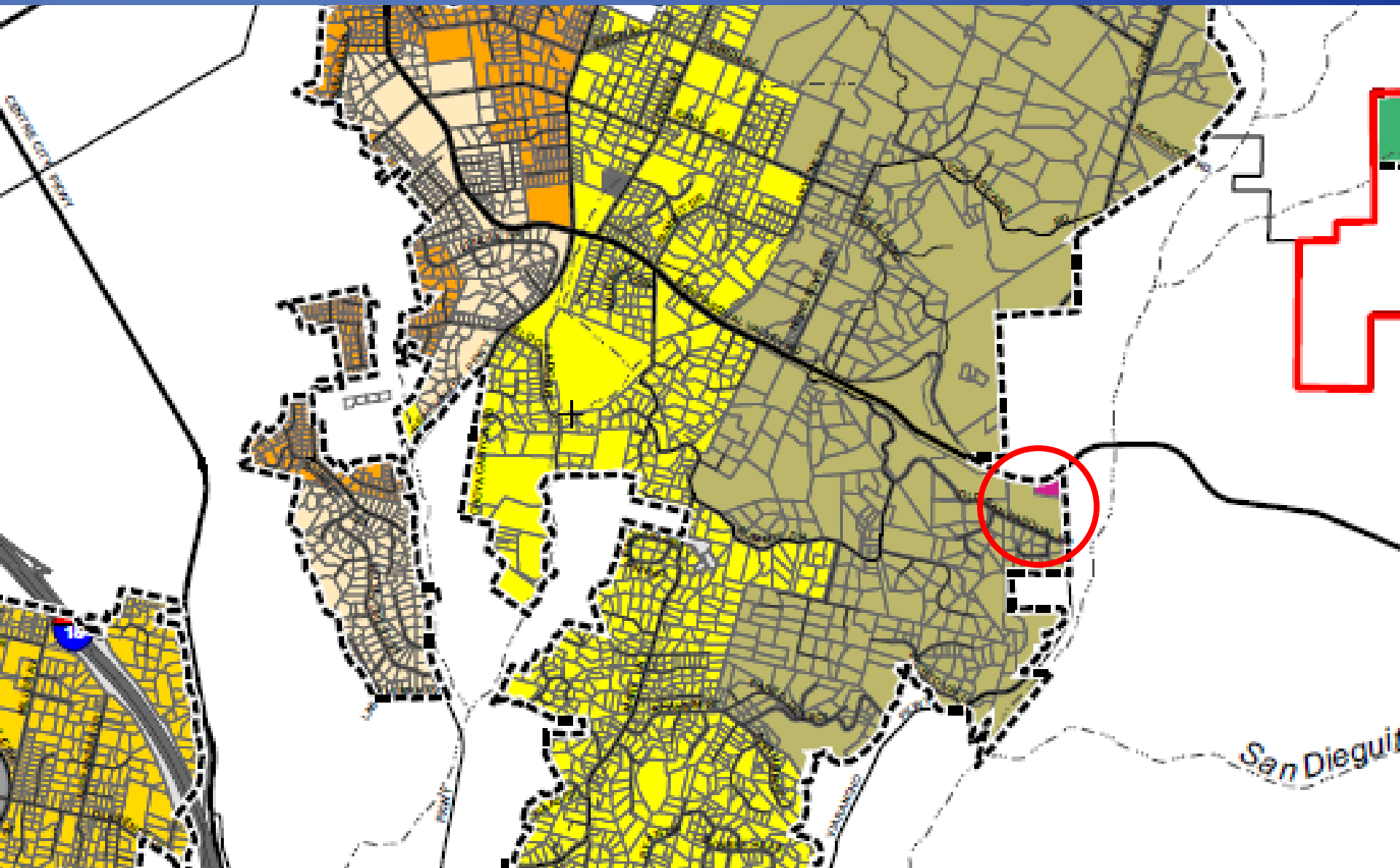
# B1. Hanafin Property (Wynola)

- Property has existing use on SR-78
- Adjacent to existing Rural Commercial Center





# B2. North County Metro [NC9]



# B2. North County Metro [NC9]

20 acre site



# B2. North County Metro [NC9] Zoning

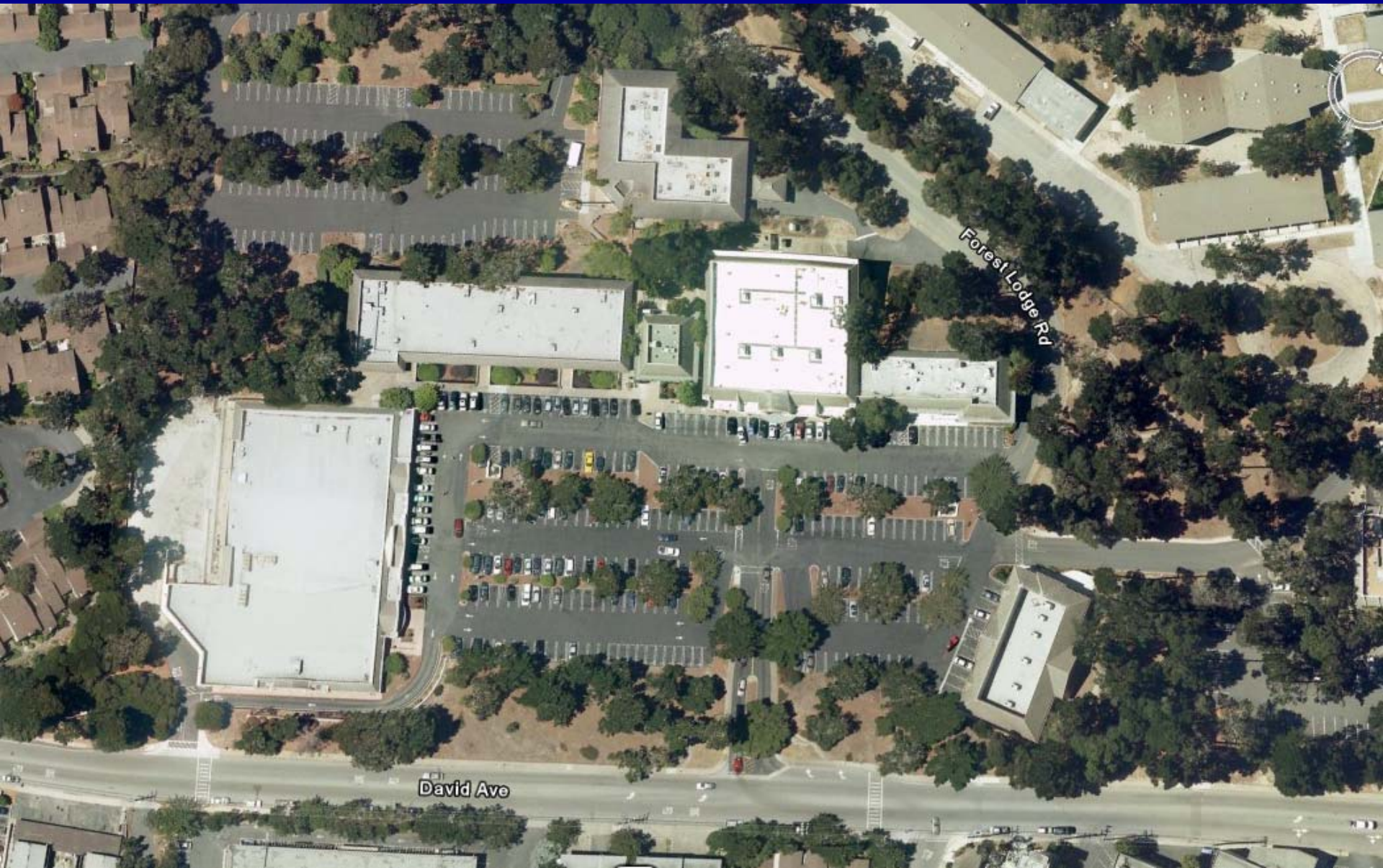


- **Special Area Regulation**
- **“D” Designator Design Review**
- **Site Plan**
- **Specific Requirements**



# B2. North County Metro [NC9]

## Property Owner Request, 10 acres





# B2. North County Metro [NC9]

## Alpine Example: Albertsons, 10 acres





# B2. North County Metro [NC9]

Pala Pauma Example: Pala Pauma Market, 4.5 acres



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# B2. North County Metro [NC9]

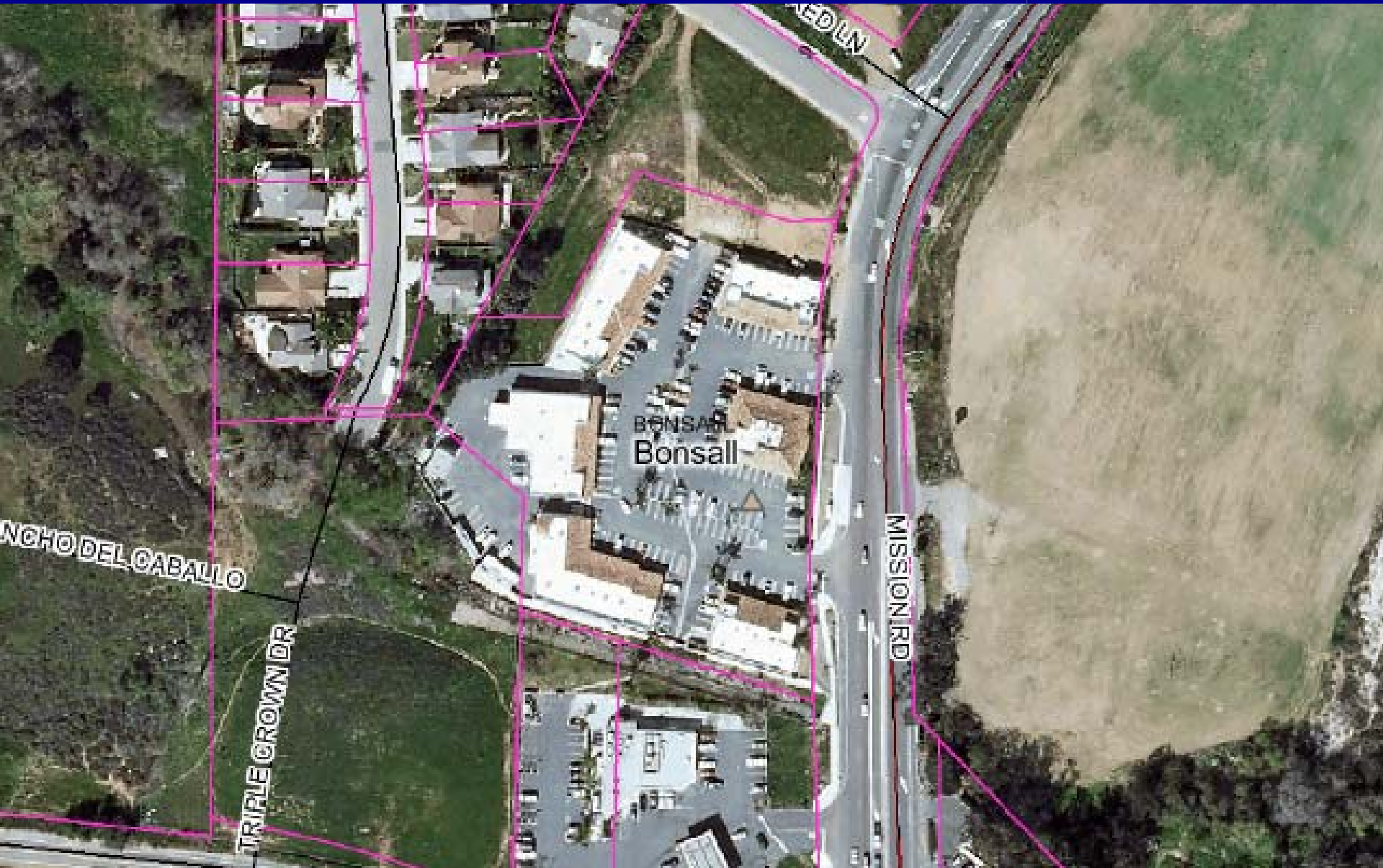
Julian: Julian Market, 7000 sq ft





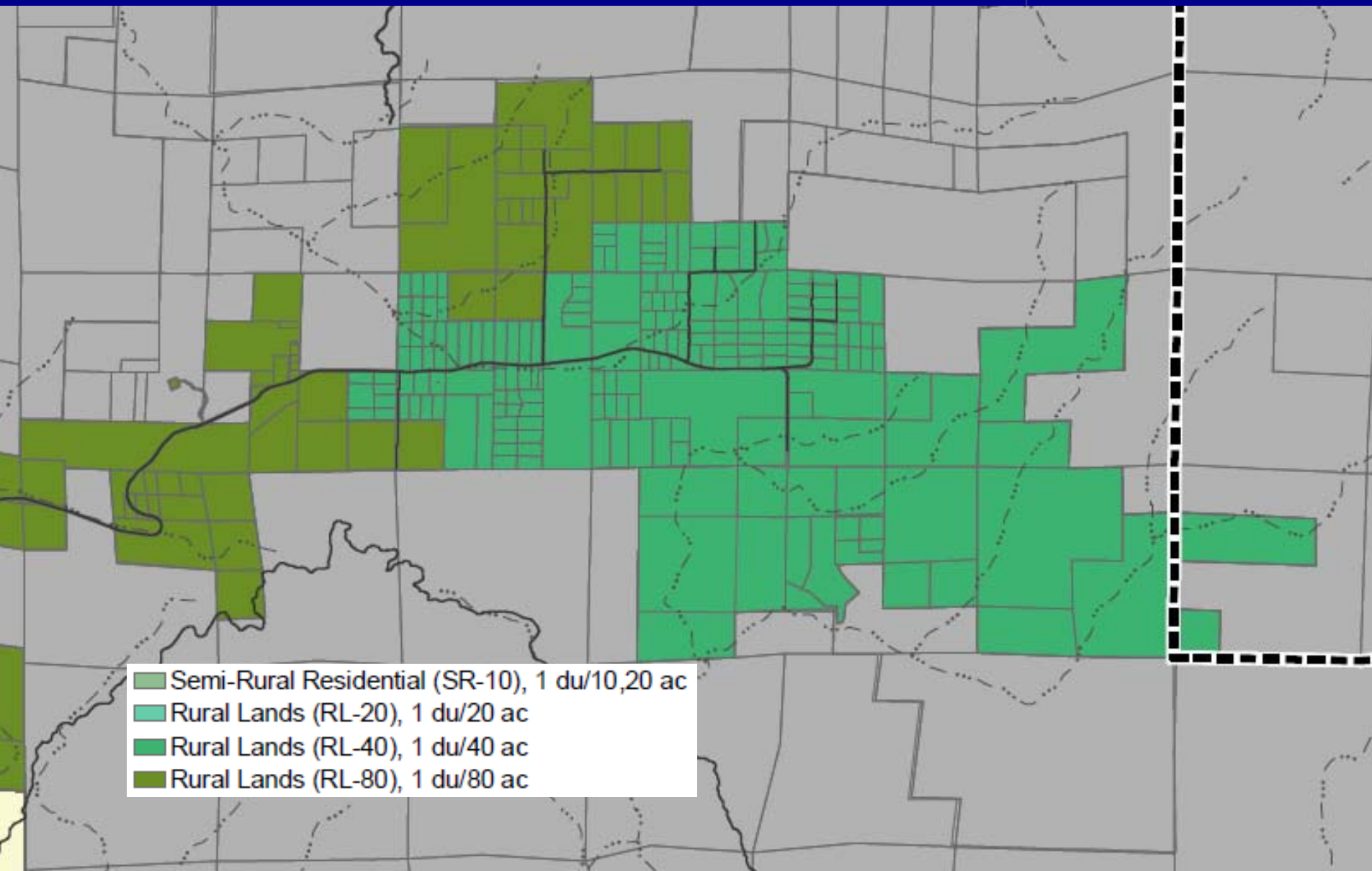
# B2. North County Metro [NC9]

## Bonsall: Village Bonsall Market, 2.8 acres





# B3. Chihuahua Valley (NM6, 7 & 11-B)

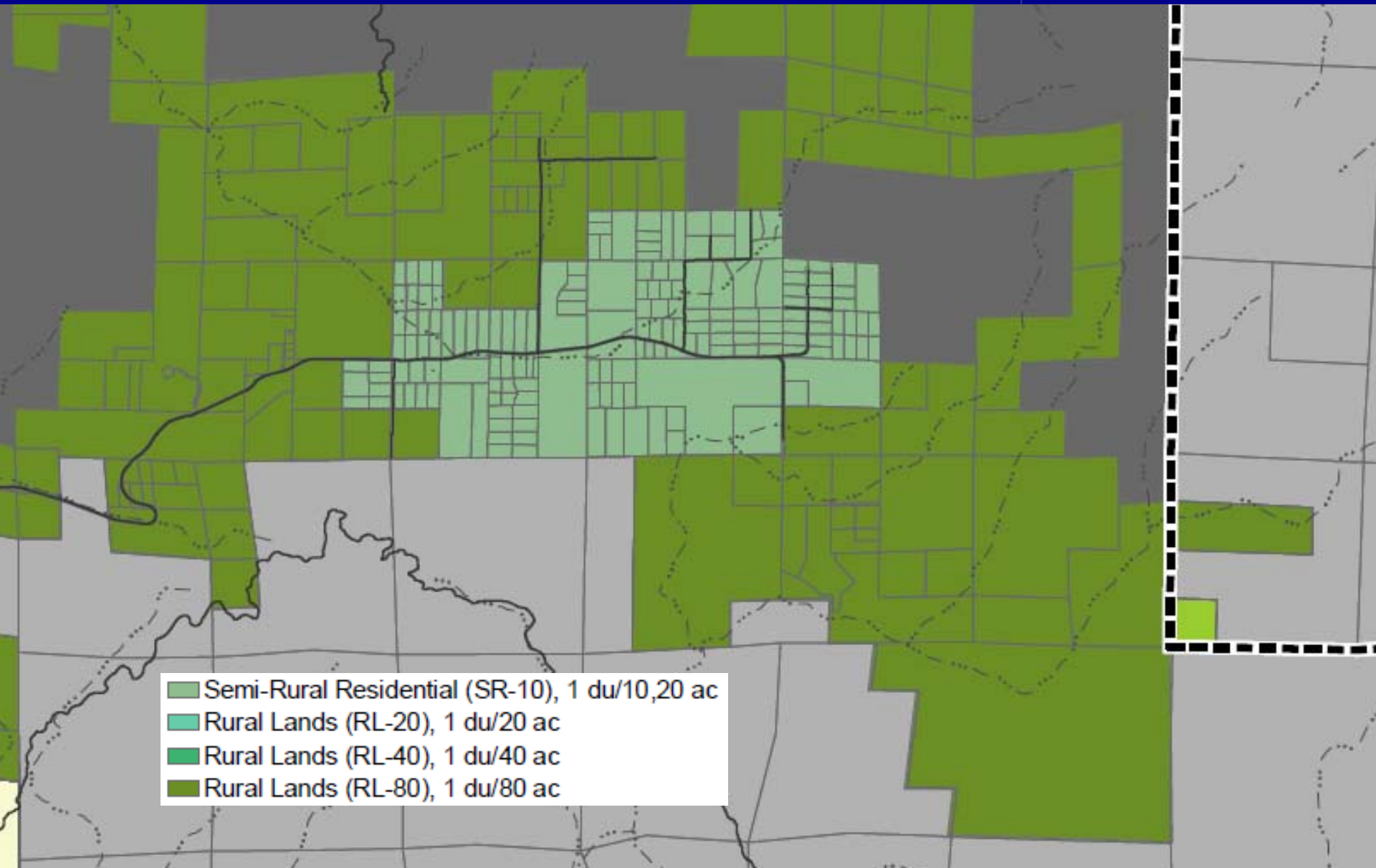


# B3. Chihuahua Valley (NM6, 7 & 11-B)



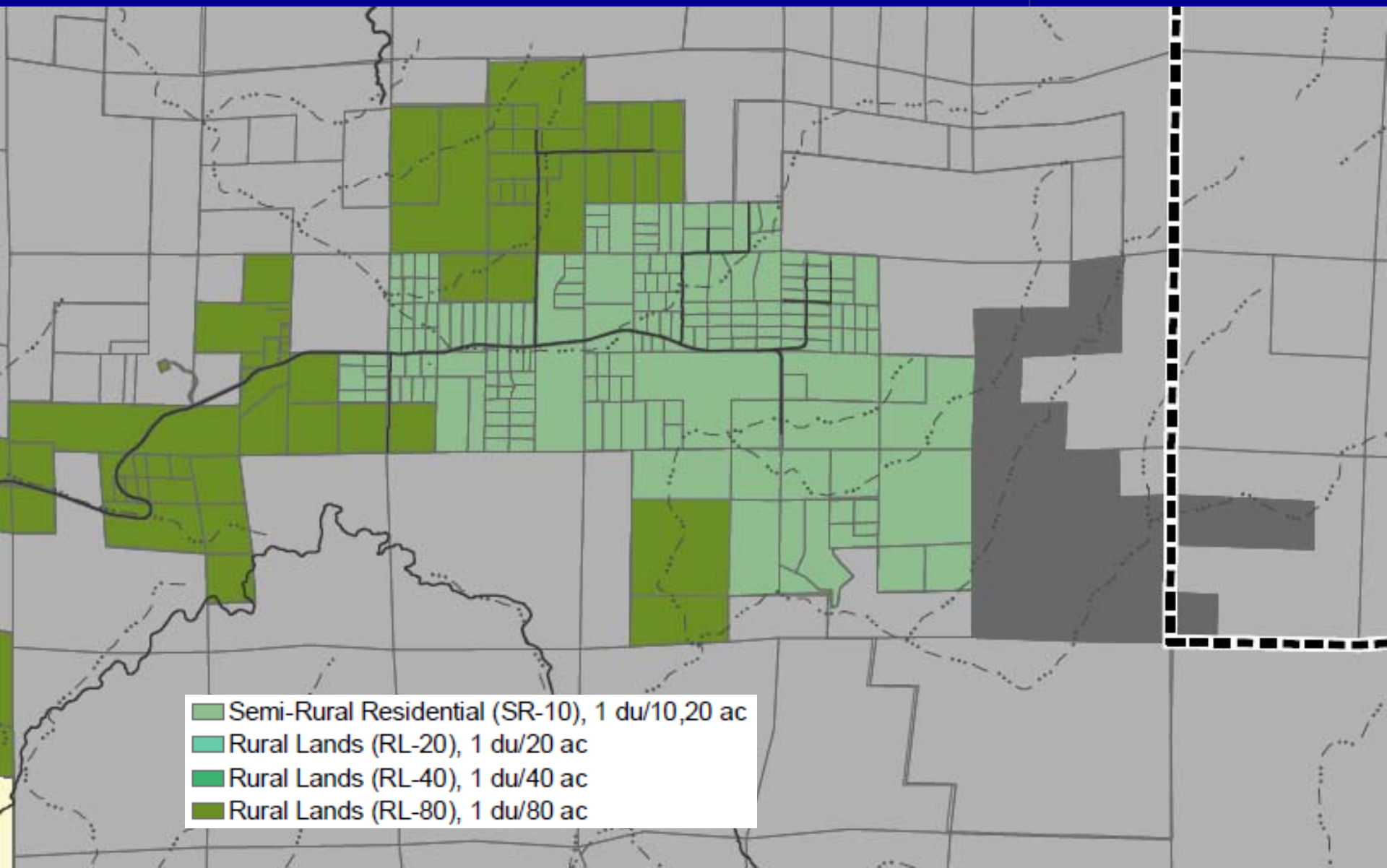
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- Semi-Rural Residential (SR-10), 1 du/10,20 ac
- Rural Lands (RL-20), 1 du/20 ac
- Rural Lands (RL-40), 1 du/40 ac
- Rural Lands (RL-80), 1 du/80 ac

# B3. Chihuahua Valley (NM6, 7 & 11-B)

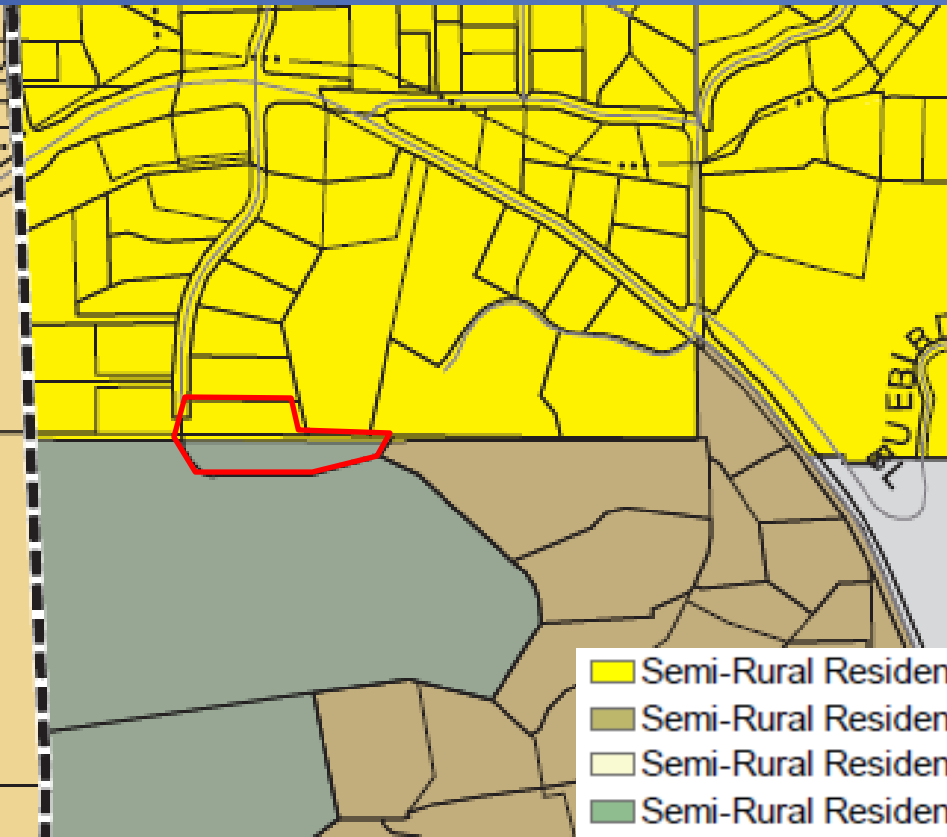


# B4. Chehade Split Designation

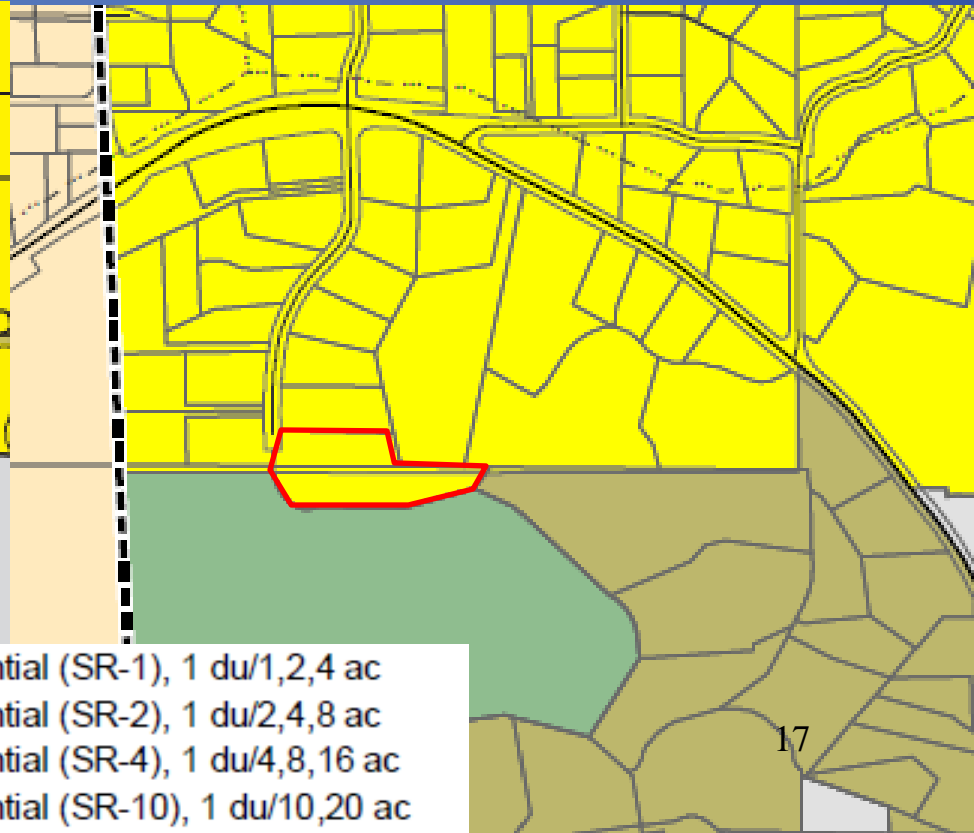
(APNs 181-170-34-00 & 181-280-12-00)

One Legal Lot – Give same designation

Referral Map



Proposed Land Uses

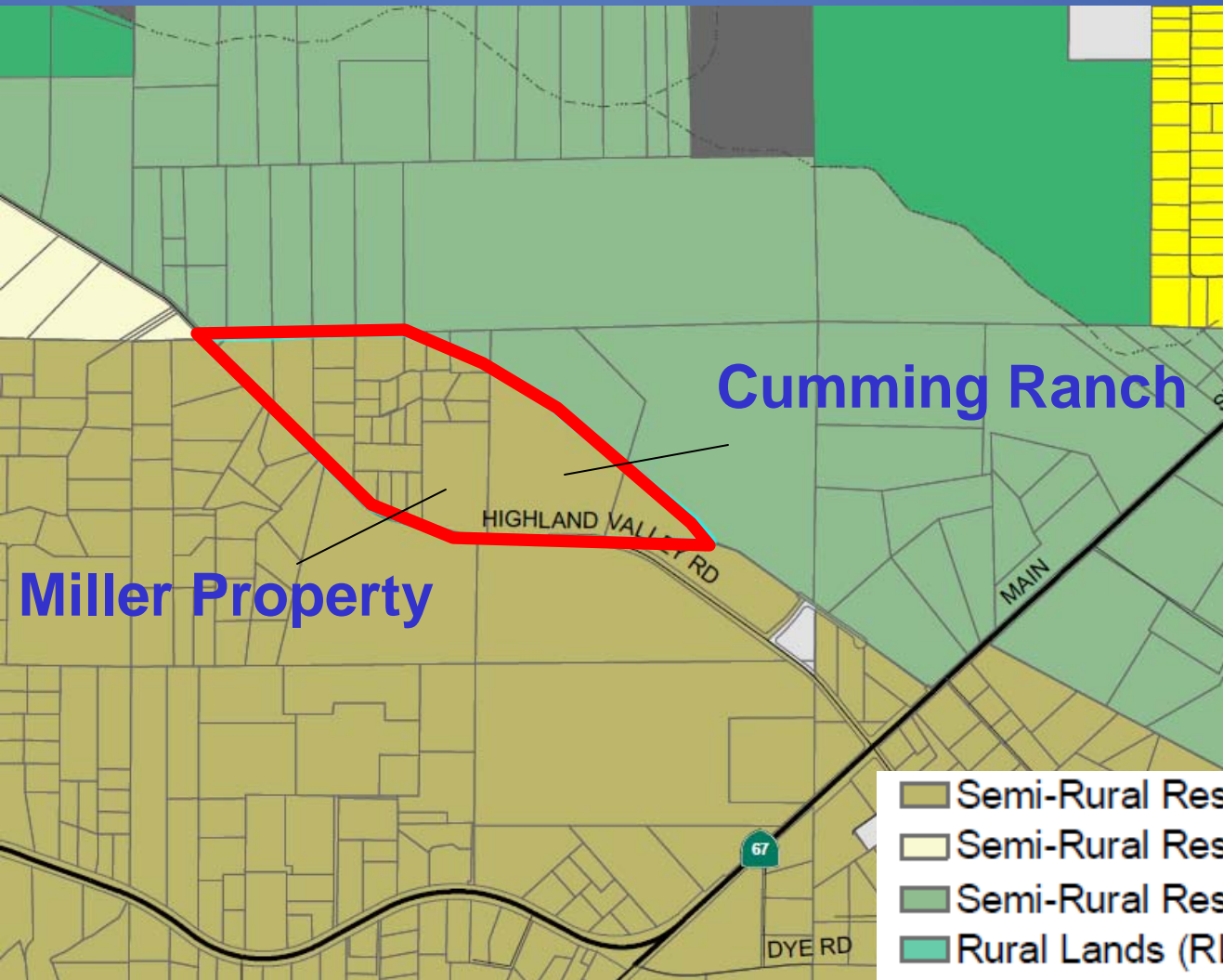


- Semi-Rural Residential (SR-1), 1 du/1,2,4 ac
- Semi-Rural Residential (SR-2), 1 du/2,4,8 ac
- Semi-Rural Residential (SR-4), 1 du/4,8,16 ac
- Semi-Rural Residential (SR-10), 1 du/10,20 ac



# B5. Cumming Ranch/Gaye Miller (Ramona)

## Staff Recommendation

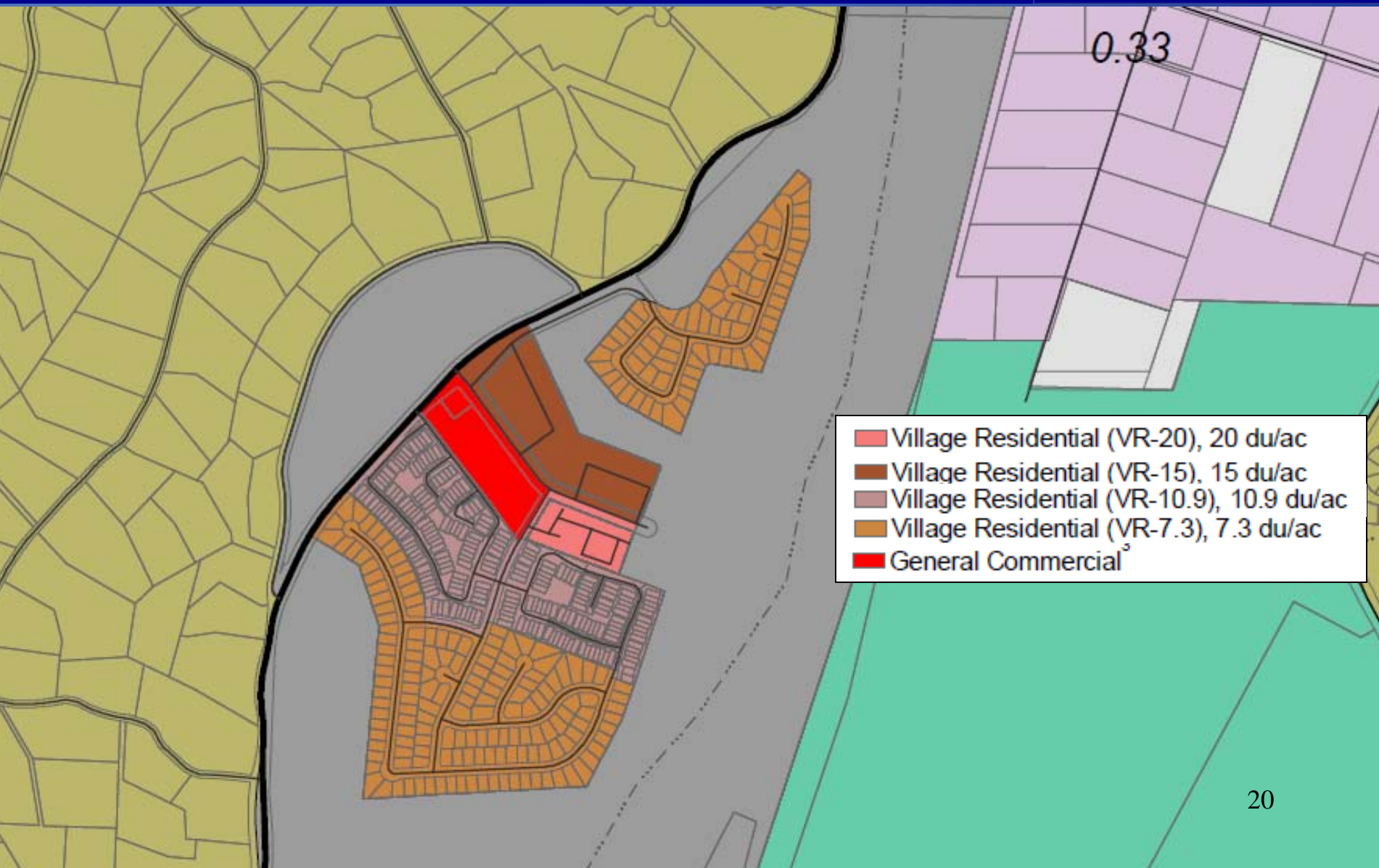


## B6. Morgan Run (San Dieguito)



**Open Space—Recreation.** This designation is applied to large, existing recreational areas. This designation allows for active and passive recreational uses such as parks, athletic fields, and golf courses. Uses and structures ancillary to the primary open space use, such as hotel facilities (including timeshares and resort-residential developments), clubhouses, swimming pools, golf course, tennis courts, restaurants and other similar or related improvements, may be permitted to enhance recreational opportunities only if they relate to the recreational purpose and do not substantially alter the character of the area.

# B7. Whispering Palms (San Dieguito)





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# **C. Conservation Subdivision Program**

**Including:**

**Community Character**

**Role of Community Plans**

**Minimum Lot Sizes**

# SUBCOMMITTEE RESULTS



- Friday, February 5
- Staff presentation
- Responses to questions
- Dialogue with ~17 attendees

# SUBCOMMITTEE RECOMMENDATIONS



1. Not by-right but allowed to process if conforming to guidelines
2. Need for community design guidelines
3. Land Use Policy LU-14.4
4. Alternative wastewater (septic) systems
5. Involvement of 3rd party with open space easements
6. Minimum lot size standards in community plans
7. Role of Groundwater Ordinance lot size limitations

# DPLU RECOMMENDATIONS



That the Planning Commission support the staff proposed CSP and recommend that:

1. A sidebar be added to the draft General Plan at Policy 6.3 clarifying that CSP projects are not by-right but should be allowed to process if consistent with guidelines
2. The Implementation Plan be revised to place greater emphasis and priority on Community Design Guidelines
3. Land Use Policy LU-14.4 be revised to allow exceptions where specified in a community plan

# DPLU RECOMMENDATIONS



4. The Implementation Plan be revised to place greater emphasis and priority on accommodating alternative wastewater (septic) systems
5. DPLU research possible options for involving a 3rd party or other assurances with open space easements and report back prior to dedication of any easements under the CSP program
6. That staff continue to follow their approach to developing recommended minimum lot size standards on a community-by-community basis, except with greater emphasis on Groundwater Ordinance limits for groundwater dependent areas, and return with proposals for all communities at the next hearing showing with any differences in community preference<sup>6</sup>

# POLICY LU-14.4



**Sewer Facilities.** Prohibit sewer facilities that would induce unplanned growth. Require sewer systems to be planned, developed, and sized to serve the land use pattern and densities depicted on the Land Use Map. Sewer systems and services shall not be extended beyond either Village boundaries or extant Urban Limit Lines, whichever is more restrictive, except when necessary for public health, safety, or welfare or where specifically allowed in the Community Plan.



# **D. Equity Mechanisms**

**Transfer of Development Rights (TDR)**  
**Purchase of Development Rights (PDR)**

# EQUITY MECHANISMS (TDR/PDR)



- Pursued since 2003
- General support but goals differ
- Major implementation complexities
  - Overall decrease in units
  - Appropriate valuation
  - Lack of receiver sites and community input
  - Funding



# EQUITY MECHANISMS (TDR/PDR)



- **Current Approach**
  - Reinforce mapped density
  - Conservation Subdivision
  - Onsite density transfers accommodated
  - Purchase of Agricultural Conservation Easements (PACE)
- **Possibility for transferring General Plan Update densities between properties**

# TDR PROPOSALS



- Proposals from Shibley and S.O.R.E. evaluated
- Issues:
  - Lack of receiver sites
  - Consistency with GP Update
  - Beyond analysis of GP Update DEIR
  - Lack of demand (SANDAG forecasts)

# FRAMEWORK FOR TDR WITH GP UPDATE



- Units removed as a result of GP Update provide transfer unit source
- Transfer units would be for transfer only
- Number of transfer units must be reasonable
- Future GPAs adding units must purchase transfer units
- Receiving sites may be planned to streamline transfers
- Public participation and environmental review required for any GPA or receiving site

# DPLU RECOMMENDATION: EQUITY MECHANISMS



That the Planning Commission support the PACE program and recommend that:

1. The draft General Plan be revised to include a policy that states the County's support of the creation of TDR programs
2. The draft Implementation Plan be revised to include a program for consideration of TDRs when undertaking community plan updates and other planning efforts



# **E. Farm Bureau Issues**

# FARM BUREAU ISSUES



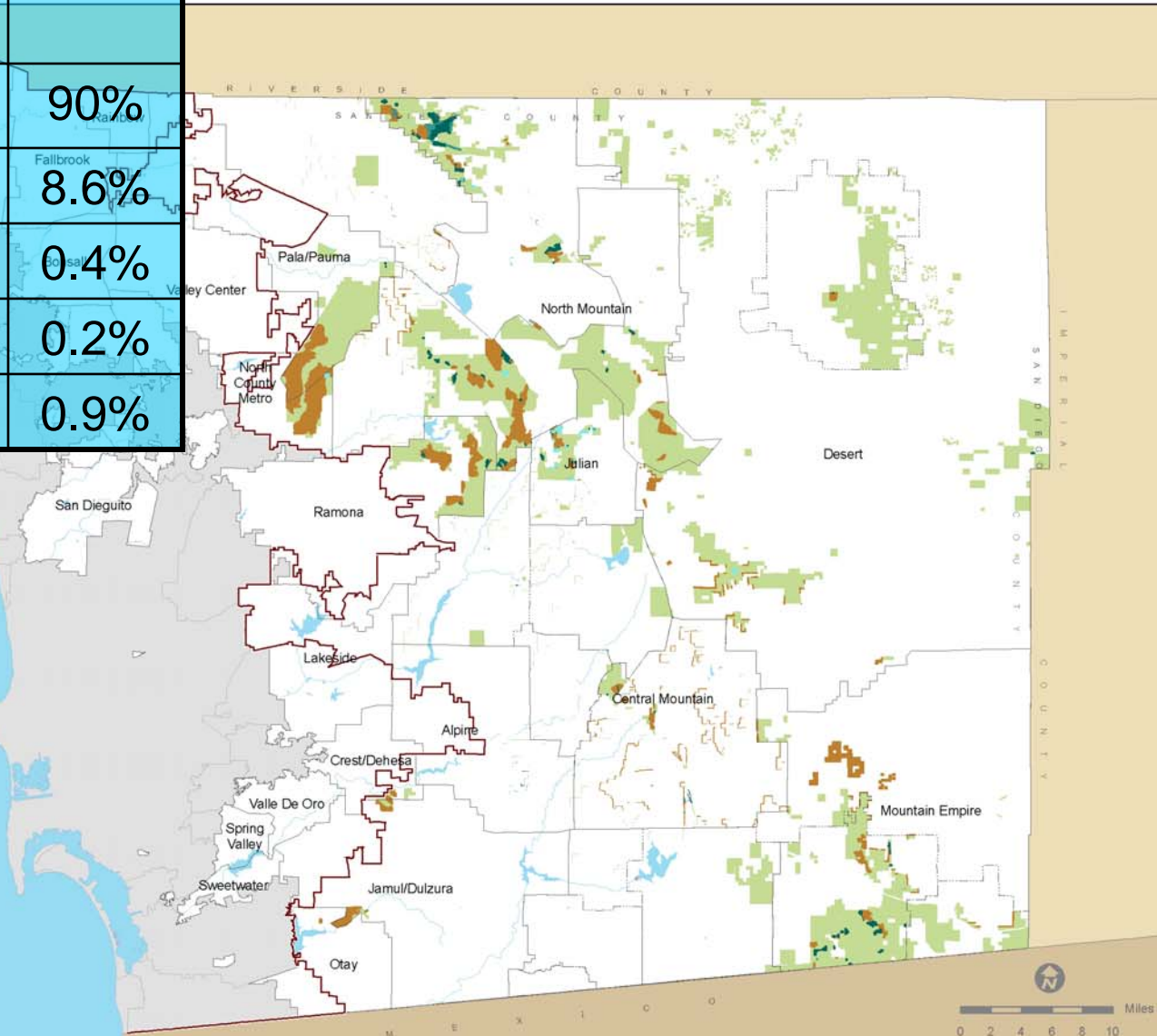
- Conservation Subdivision Program
- Equity Mechanisms
- Rural Lands 80 Designation on Agricultural Lands

# Rural Lands 80 Designations

<b>Total Acres</b>	<b>241,600</b>	
No Agriculture	217,000	90%
Grazing	20,800	8.6%
Orchards	900	0.4%
Truck Crops	500	0.2%
Field Crops	2,400	0.9%

## Legend

-  Orchards and Vineyards
-  Truck Crops
-  Field Crops
-  Intensive Agriculture
-  Grazing Lands
-  County Identified Agriculture in RL-80
-  Community/Subregional Planning Areas
-  Subareas
-  Incorporated Areas
-  San Diego County Water Authority Service Boundary
-  Rivers
-  Lakes/Reservoirs



# DPLU RECOMMENDATION: FARM BUREAU ISSUES



That the Planning Commission:

1. Reaffirm their support of the Conservation Subdivision Program as presented to staff subject to the modifications recommended by the Commission
2. Reaffirm their support of the PACE Program
3. Reaffirm their tentative recommendations on the General Plan Update land use maps with specific reference to the Rural Lands 80 designations





# **F. Future Process For GPAs**

# FUTURE PROCESS FOR GPAs



- Board Policy I-63 amendments will be required
- Implementation item that is separately processed
- Not time sensitive
- Addressing a later date will allow for greater attention
- Possible approaches in staff report

# FUTURE PROCESS FOR GPAs



- LU-1.2 Regional Categories Map Amendments.** Avoid General Plan and Specific Plan amendments requiring a change to the Regional Categories Map unless the changes are part of a County-initiated comprehensive General Plan Update.
- LU-1.3 Initiation of Plan Amendments.** Require approval from the Board of Supervisors to initiate General Plan Amendments for private projects outside of a comprehensive General Plan Update.

# DPLU RECOMMENDATION: FUTURE PROCESS FOR GPAs



That the Planning Commission:

1. Support draft policies LU 1.2 and 1.3 as proposed
2. Direct staff to return to discuss possible revisions to Board Policy I-63 at the time that the amendments are initiated



# **G. Policy Language**

**Permissive verses Restrictive**



# POLICY LANGUAGE



Mandatory language to establish commitment to the issue

*versus*

Permissive language to allow for flexibility and unique circumstances

# POLICY LANGUAGE



- Policy-by-policy review conducted
- Provide clarity in intent / avoid debate
- Retain flexibility in how General Plan is implemented
- Policies are balanced with other policies
- County Counsel concurs with approach

# DPLU RECOMMENDATION: POLICY LANGUAGE



That the Planning Commission:

- Support the general approach to drafting the general plan policies as reflected in the draft documents and presented by staff.



# **H. Village Core Mixed Use Standards**

# MIXED-USE INTENSITY



## Issue

Maximum non-residential intensity – 1.3 FAR and maximum residential density – 30 DU/acre are too high:

- Incompatible with community character
- Infeasible due to height limits / surface parking requirements



# MIXED-USE INTENSITY



## Response

- Concur that FAR of 1.3 & 30 DU/acre density difficult in many areas
- Higher maximums provide flexibility
- No expectation that each component would achieve this intensity
- Opportunity to establish lower density / FAR in the community plan and zoning

# DPLU RECOMMENDATION: VILLAGE CORE MIXED USE



That the Planning Commission:

- Determine that the GP Update and supporting documents as proposed by staff address the intensity and density of the Village Core Mixed Use designation appropriately.



# Remaining Issues (I-O)

# I. PIPELINE POLICY



## Background

- Board policy adopted in 2003
- Restricted by State Law
- Could affect DEIR

## DPLU Recommendation

- No action

# J. FOREST CONSERVATION INITIATIVE



## Background

- Voter initiative mandate
- Inclusion of remapping in GP Update not feasible
- Separate planning process underway

## DPLU Recommendation

- Direct staff to continue with the remapping on a track separate from the GP Update but with the goal of completing the it by early 2011



# K. I-15 CORRIDOR BUILDOUT



## Background

- Information provided in staff report
- Growth planned for corridor is reasonable and follows GP Update principles

## DPLU Recommendation

- Reaffirm the PC's tentative land use map recommendation for the I-15 corridor
- Evaluate proposed GPAs and their affect on the corridor as they are brought forward for consideration

# L. WILLIAMSON ACT LANDS



## Background

- Limited overall relevance to the General Plan Update
- Implementation includes disestablishment of preserves where appropriate

## DPLU Recommendation

- Support the General Plan Update implementation action related to agricultural preserves

# M. ALTERNATIVE WASTEWATER SYSTEMS



## Background

- Supported in draft policy LU 14.5
- Considered under Conservation Subdivision Program item

## DPLU Recommendation

- No action, already addressed

# N. TRACKING GP IMPLEMENTATION



## Background

- Supported by Implementation Plan
- Details on implementation can be addressed at later date

## DPLU Recommendation

- Direct staff to return on this issue prior to first annual report on GP Update

# O. COMPARISON OF RURAL LANDS 20



## Background

- RL20 Differences between maps encompass 22,321 ac that are RL40 on Draft Map and RL20 on Referral Map
- PC Tentative Recommendation contains 6,356 ac more RL20 than Draft Map or 15,965 ac less than Referral Map

## DPLU Recommendation

- Reaffirm PC tentative recommendation on the General Plan Update land use maps





# P. Public Testimony



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